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TRANSPORTATION

in

PENNSYLVANIA

A PROGRAM FOR ACTION

THE RAILROADS - PART I

to GOVERNOR MILTON J. SHAPP

by the GOVERNOR'S SCIENCE ADVISORY COMMITTEE

AUGUST - 1975

Commonwealth of Pennsylvania
Milton J. Shapp, Governor

Department of Commerce
John. J. O'Connor, Secretary

TRANSPORTATION
IN
PENNSYLVANIA

A PROGRAM FOR ACTION

by the

Governor's Science Advisory Committee

Transportation Panel

PART I

August 1975

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Like a giant earthworm twisting,
slowly 'round the curve they flow.
Caravans of freight move westward,
bearing eastern goods away–
To come back with hogs and cattle
bales of sweet Kentucky hay.

–Phoebe Hoffman
1903

A bit of nostalgia seems sometimes trite
But the railroads perform with august might
Wheels on rails served then and now,
They can and they will there is no doubt.

–Illy Sobel
1975

TRANSPORTATION IN PENNSYLVANIA
THE RAILROADS
TABLE OF CONTENTS

FOREWORD v

SUMMARY 1

ACTION PROGRAM 3, 4, 5

1.0 INTRODUCTION 7

2.0 CURRENT STATUS 8

3.0 GUIDING PRINCIPLES FOR PENNSYLVANIA'S RAILROADS 8

4.0 SHORT TERM PROBLEMS 9

5.0 CURRENT SERVICE 9

6.0 THE SECRETARY'S REPORT 10

7.0 NEW RATES 10

8.0 RAILROAD SHORTLINES 10, 11

9.0 PRESERVATION OF RIGHTS OF WAY 11

10.0 THE PROPOSED GOVERNMENT OWNERSHIP OF FIXED RAIL FACILITIES 11

11.0 TECHNICAL VIABILITY 11, 12

12.0 TRANSPORTATION EQUIPMENT INDUSTRY 12, 13

13.0 PASSENGER SERVICE 13

14.0 RAIL PLANNING FUNDS 13

15.0 INFORM CONGRESSIONAL DELEGATION 13

16.0 COORDINATION WITH OTHER STATES 14

MEMBERS OF THE GSAC – TRANSPORTATION PANEL 15

FOREWORD

The eastern railroad crisis has progressed since the GSAC/Transportation Panel began its deliberations last year. The draft report issued in January 1975 has been available to OSPD and PennDOT, and has provided approaches that have, along with other suggestions, been useful for accelerated planning and action by the Commonwealth.

The deliberations leading to this final draft competed for attention with GSAC Resources Management Activity somewhat delaying the report release.

Some question was raised concerning the need of the proposed *Transportation Policy Task Force,* number I of the Action Program, in view of the existing Department of Transportation's PENNSYLVANIA TRANSPORTATION COMISSION and TRANSPORTATION ADVISORY COMMITTEE. In practice, the Task Force envisaged by the GSAC Panel would have the authority of the Governor in transportation matters to *direct needed action* by all appropriate Commonwealth government agencies as well as PennDOT and would have the influence of the Governor on the Pennsylvania delegation in Congress, as well as other Federal agencies. While the Secretary of Transportation was suggested as the Chairman, he would be acting as a deputy of the Governor, not as Administrator of the Department. Such coordinated actions are frequently important and not likely to happen spontaneously.

Note should be made as to the economic and technological emphasis placed by the Panel on intermodal freight service development, and the need for private parking at local public transit facilities and at railroad passenger stations, to make intermodal commuting attractive.

In the past few months, the proposal to establish a Railroad Trust Fund, referred to in the introductory paragraph "Current Status" in the report, first proposed by Governor Shapp several years ago, has been further developed and forcefully presented as a method of financing early action on the critically needed maintenance of railroad facilities. Using the technique of taking a percentage of revenues of the rail rates in the future to support the Fund, the future users of the railroads would pay for the catch-up maintenance as well as continuing maintenance. General government funds would thereby not be tapped for this railroad expense.

MAY 1975

SUMMARY
THE RAILROADS IN PENNSYLVANIA

I. PROBLEMS

1. Railroad carriers serving Pennsylvania, along with other states in the Northeast region are now bankrupt, or threatened with bankruptcy.

2. Pennsylvania is threatened by significant service cutbacks and rail track abandonments proposed as part of the Federal rail reorganization plan with the averred purpose of bringing about economic viability.

3. Tracks are in a critical state of disrepair at many points with numerous slow orders due to postponed maintenance.

4. Some branchline tracks are virtually impassable, with an unacceptable number of derailments occuring or service suspended.

5. Available rolling stock for bulk cargoes such as, coal, wood, chips, sand and gravel are critically short.

6. Use of piggyback for freight handling has not played the full role of which it is capable; as a result the benefits that could have accrued such as less long distance highway truck traffic resulting in in less highway maintenance costs, less congestion, lower accident rates, and lower costs, have not been realized.

7. Rail service for years did not receive government assistance in a manner similar to aviation or highways.

II. OPPORTUNITIES

1. Policies that will upgrade railroad performance are essential to support Pennsylvania's plans for increased use of its coal reserves for producers and users alike.

2. Pennsylvania rail rights-of-way represent a valuable asset for the Commonwealth that must be continued in rail service, or be held in a stockpile for future public use.

3. Massive government capital support for the railroads is required for catching up with long postponed maintenance of fixed plant.

4. Initiation and/or improvement of intercity and passenger freight rail service in the Commonwealth, where appropriate, should be expeditiously implemented.

5. Expanded intermodal facilities, piggyback being one example, represent a significant and essential addition to Pennsylvania's transportation system; the Commonwealth, in cooperation with appropriate Federal agencies, should promote and help finance early demonstrations and full scale operation of this essential and most promising component of railroad service.

ACTION PROGRAM

I. PROVIDE MECHANISMS FOR COORDINATED POLICY AND PLANNING

TARGET: To provide broad mechanisms for coordinated policy and implementation of Pennsylvania's transportation resources, with early emphasis on railroad development.

RECOMMENDATION:

Establish a coordinated *Transportation Policy Task Force** to focus on policy making among State agencies; the initial attention will be directed toward rail problems - this will be followed by an overview of all transportation modes in the Commonwealth.

Broaden PennDOT's capability in the railroad sector for transportation planning and research.

ACTION: Governor to establish *Transportation Policy Task Force* for Pennsylvania of all requisite agencies having jurisdiction and responsibility for transport development. With PennDOT Secretary as Chairman, the Transportation Policy Task Force might include: Agriculture, Commerce, Commonwealth Washington Council, Community Affairs, DER, Justice, OSPD and PennDOT.

Budget Office to establish a line item in the PennDOT budget earmarked for comprehensive railroad planning and research.

*The Pennsylvania Transportation Commission and the Transportation Advisory Committee, authorized by legislative action, could be revised to include the functions outlined here for the Transportation Policy Task Force. The important element is to create a formal procedure for coordination among State government agencies involved with transportation policy.

II. MAINTAIN CURRENT RAIL SERVICE

TARGET: To maintain current industrial strengths in the Commonwealth that are dependent upon rail service.

This will:

•Keep Commonwealth industry competitive by providing lowest cost freight transportation

•Provide the most economic form now possible for bulk goods: sand, gravel, forest products, coal, etc.

•Cut down use of petroleum fuel because of inherent efficiency of rail over truck with almost total reduction when mainlines are electrified.

RECOMMENDATION:

State to resist abandonments or curtailment of rail service until analysis of rail system is complete.

ACTION: The Governor's Office, PennDOT and Washington Legal Council with the support of all State agencies, vigorously oppose, by legal means and negotiation procedures, all attempts to downgrade or abandon any rail service in Pennsylvania until full evaluation of impact of such abandonments are ascertained and alternate service provided where appropriate.

III. PRESERVE ABANDONED RAIL RIGHTS OF WAY

TARGET: To prevent the loss of rail rights-of-way.

RECOMMENDATION:

Keep the abandoned rail rights-of-way in a stockpile as an irreplaceable future resource in the Commonwealth for a variety of uses.

ACTION: Pass necessary legislation to permit acquisition of such abandoned lines. Provide funding to accomplish such acquisitions. Make such abandonments, as appropriate, available for alternate uses, some of which may be bikeways, hiking trails, recreational areas. Immediate action may at times avoid stockpiling.

IV. STUDY STATE OWNERSHIP OF FIXED RAILROAD PLANT

TARGET: To provide emergency rehabilitation for railroad operation, comparable to government owned or assisted airport and waterfront facilities.

RECOMMENDATION:

Possible ownership, maintenance and leasing of fixed rail plant by State government. This approach should get serious consideration during the reorganization period of the Northeast rail systems. Operating railroads would lease right-of-way for passage; the relationship would be similar to responsibilities assumed by Federal and State government in improving and maintaining airports and waterways.

ACTION: The Transportation Policy Task Force should initiate support for implementation of Act 35 of 1972 for the preservation of discontinued lines.

V. ADJUST SERVICE STANDARDS AND RAIL REGULATION

TARGET: To provide a stronger transportation infrastructure.

RECOMMENDATION:

Have regulatory agencies develop a more flexible procedure, that allows for adjustments for better quality and competitive pricing of services, among all transportation modes.

ACTION: Federal ICC and State PUC shall exhibit a more flexible position on adjusting rates and service standards so as to produce a more cost-effective total transportation system for the nation and State.

VI. PROMOTE FORUM FOR UNION-MANAGEMENT MEETINGS

TARGET: To provide better railroad service, running faster and more frequent trains, making it possible to capture additional business, and improving the railroad employment situation.

RECOMMENDATION:

Provide a forum for Union, management, government dialogue so that long standing differences can be resolved and a more flexible attitude generated between labor and management; all parties can benefit from a more viable rail system, that serves the public, provides additional jobs and generates a profit.

ACTION: Under the Governor's good offices, establish the basis for discussion between rail managements and unions in order to fulfill the target.

VII. PROMOTE DISCUSSIONS AMONG MAJOR PARTICIPANTS IN THE TRANSPORTATION INDUSTRY

RECOMMENDATION:

By establishing a dialogue under the mediating auspices of state government, the rail and trucking industries can be brought together to encourage intermodal cooperation.

ACTION: Under State auspices, initiate a dialogue between the rail and truck industries so that the institutional constraints among the participating parties may be resolved in favor of the most efficient operating total transportation system.

VIII. SELF PROPELLED RAILROAD VEHICLES

TARGET: To improve rapid and economical rail service for freight and passengers.

RECOMMENDATION:

Consider providing frequent and rapid rail service for passengers and freight in the major travelled Pennsylvania corridors. The one hundred to three hundred mile distances in the Commonwealth should be ideally and economically served by rail.

ACTION: PennDOT report on the feasibility of self powered rail vehicles followed by demonstration if feasible.

IX. PROMOTE RESEARCH AND DEVELOPMENT IN RAILROAD EQUIPMENT

TARGET: To tap the best technology and apply it in solving the problems that impede railroads from performing maximally.

RECOMMENDATION:

Provide funds and an atmosphere that will encourage and support R & D in railroad connected technology; this will vitalize this currently significant sector of the Pennsylvania economy and employment prospects, and provide the capability for this Commonwealth based industry to better serve the State and the nation.

ACTION: State Legislature should provide seed funds to the Pennsylvania Science and Engineering Foundation and the Board and staff of the Foundation should seek matching support from the private sector as well as Federal interests, in order to substantially increase research and development, in rail transportation technology, leading to greater manufacturing activity in the railroad equipment industry in the Commonwealth. This has been a substantially ignored sector for realizable R & D in this country.

GOVERNOR'S SCIENCE ADVISORY COMMITTEE
TRANSPORTATION PANEL

1.0 INTRODUCTION

The Railroads - Highest Priority Is For Early Action

The Governor's Science Advisory Committee - Transportation Panel (hereinafter referred to as the Panel) has accepted the responsibility assigned it by Governor Shapp, and will be responding with a full multi-modal transportation report. As a first priority, however, Part I is devoted to analyses and recommendations on railroads in the Commonwealth.

So germane to the future health of Pennsylvania's economy and life is the question of response to current railroad crises, that the Governor's Science Advisory Committee has devoted its singular attention to this question in the first part of its Transportation Study.

The nature and quality of the transportation facilities and organizations that a society synthesizes and uses is dynamically intertwined with the development, and life styles, of the people in that locale. When the Governor earmarked as a high priority the need for advice and counsel on transportation matters in the Commonwealth, he was indeed seeking aid in an activity that impacts virtually every other activity in which the people of Pennsylvania are involved.

The transportation infrastructure has a profound impact on energy planning in State government, a subject of the most recent GSAC report, "Energy for Pennsylvania". In the transportation report, suggestions are made for: maximizing economic benefit; upgrading the opportunities for personal development; planning for a wide set of choices to suit individual needs; meeting the suggestions of the Energy Report.

The transportation report will consider all modes of transportation - walkways, railroads, canals, highways, airways, bikeways, and new yet unavailable technologies and techniques. The report will also consider all aspects of transportation: costs, environmental impacts, energy conservation, services provided, and trade offs amongst modes. However, at this time, the GSAC panel feels that the critical nature of the railroad problems in Pennsylvania and with the Northeastern region of the U.S., demands first and early attention. Therefore, the decision is to release Part I, devoted to rail considerations; this will be followed by a subsequent series of documents, which will contain discussion and recommendations on the several other transportation modes.

The Panel wants to make it clear that it is sensitively attuned to the intricate interaction among the modes; this is considered at every stage of the Panel's deliberations. Indeed, the need to plan for coordinated transportation among modes is one of the prime considerations guiding the Panel's activities.

The Panel generally agrees that there is no purely scientific or technical approach that can immediately or in the near term solve the current railroad dilemna. New scientific and technical findings need to be applied to the railroad industry; however, such measures can only be incorporated over a period of time, and with the financial and administrative support of industry and government. Explicit scientific and technical recommendations for all transportation modes will be made in later reports.

The Panel recognizes that the railroad reorganization effort is essentially under Federal jurisdiction. The Commonwealth, however, because of its large rail network and its position as keystone of the eastern railroad network, should use its influence and prestige to guide railroad policy in the direction it deems wise. To this end the recommendations included herein are directed.

2.0 CURRENT STATUS

The Problems of the Rail Industry Are Long Standing

The massive railroad problem evident in the Northeast has been a long time in the making. The difficulties, so evident since the late fifties, were clearly spelled out when Governor Shapp opposed the Pennsylvania and New York Central mergers in the sixties. His proposal for a Railroad Trust Fund to buttress the rail system by helping to finance the maintenance and upgrading of the fixed plant is now being spoken of again. The development of solutions can generally be divided into two categories, short term and long term.

Several reasons have been ascribed to the current railroad problem in the U.S. in general, and to the Northeast in particular. Among these are: a rigid railroad management; significant and excessive support for construction of a competitive highway system during the last several decades accelerating appreciably during the Interstate Highway era; railroads are an antiquated technology and are fading away like old industries before them; land use patterns are changing, spreading out, shifting, so railroads can no longer provide the needed service; and more. There is a certain amount of truth in each statement, but not enough in any one, in the Panel's evaluation, to explain the demise. Of the several reasons mentioned, some are initiated in response to earlier actions - some are gratuitous; in our opinion it appears to be a fruitless exercise to assign blame in this complex web. Nor can we simply allow the current course to continue as inevitable because of the irreplaceable role the railroads must continue to play in our society. Rather, let us consider appropriate and acceptable steps toward solutions for the current dilemna.

3.0 GUIDING PRINCIPLES FOR PENNSYLVANIA'S RAILROADS

The Panel Established Basic Goals for Pennsylvania's Railroad System

Following are the guidelines the Panel proposes for establishing the railroad system in the Commonwealth so it can perform its correct role among transportation modes:

3.1 The maintenance and development of needed freight and passenger transportation services at enhanced levels everywhere in the Commonwealth as a vital contribution to the community, the economy, the industry and the health and welfare.

While this guideline is general, covering all modes of transportation, its application to railroads is immediate and of crisis character. Proposals to abandon railroads must include establishment of alternate transportation services to those industries and people who have been depending on the railroad in question.

It is most important that industry and the people of Pennsylvania shall not be deprived of needed transportation, even in a small segment of the Commonwealth during the process of improving the overall transportation system. There are certainly cases where railroad service should be abandoned but this must be done only after an analysis of alternatives, and if required, substitute transport is made available.

3.2 The early upgrading of plant and equipment must be accomplished so that new and improving service can be provided in the near future. Not only must appropriate maintenance be provided in the immediate future, but a program of catch up maintenance due to deferred maintenance in the past is imperative. It is clear that for our bankrupt railroads this program of maintenance will not be voluntarily undertaken out of current operating income. It is therefore necessary that new mechanisms be devised for financing or subsidizing the maintenance of the fixed plant to prevent continuing deterioration.

3.3 A cooperative transportation system involving highways and railroads should replace the present competition between the two modes as separate systems. The unique characteristics of each mode make many shipments more economic by railroad or by highway truck. However, many other shipments would be most economically carried part way by one mode and part way by another. The development of intermodal facilities cooperatively designed would thus provide more economic transportation in many cases. Coordination between highway and rail usage is therefore critically important. The competition should not be between highway usage or rail usage but should be between transportation management systems, involving both or either for cost effectiveness. The rail reorganization activity underway should be designed to anticipate the time when such a coordinated transportation system can be developed.

4.0 SHORT TERM PROBLEMS

Why Pennsylvania's Railroad Cannot fulfill its Service to the Commonwealth

There are several specific problems that impede the Commonwealth toward progress in accomplishing its guidelines of paragraph 3.0. These are:

4.1 Danger of further curtailment of service.

4.2 The report of the Secretary of the US/DOT required by PL 93-236 identifies potentially excess mainlines and branchlines, in Pennsylvania and in adjacent States; these add up to 1,500 miles in Pennsylvania alone.

4.3 Several railroad companies in Pennsylvania and the Northeast threaten curtailment of service by virtue of their imminent insolvency.

4.4 The seriously deteriorated condition of much of Pennsylvania's railroad trackage, both mainline and branchline, preventing safe and reasonable service because of postponed maintenance.

4.5 Failure to render full service on existing lines even to the extent possible under present conditions.

4.6 The preoccupation of rail management with day to day problems inhibits them from considering better and greater variety of freight and passenger service.

Clearly, these factors are substantially intertwined, and the improvement or solution of any one problem may improve the prospects for solving others. We will, in the course of this report, discuss these impediments to full rail service and suggest how solutions to the problems can improve the performance as a whole.

5.0 CURRENT SERVICE

The State Must Protect The Interest of The Individual Communities of The Commonwealth Against Abandonment or Loss of Service

Commonwealth agencies including the proposed rail task force must enter into litigations, appear before Federal hearings, and use the states' power to protect the interest of individual communities of the Commonwealth in proposed elimination of selected rail service before the State agrees to rail line abandonments. Alternate, equivalent, or better transportation services must be available where needed for each community. Any decisions to abandon branch lines, spurs, or mainline track should be accompanied by a commitment to recognize the overall community needs for better transportation service. In the process of revitalizing the rail system of Pennsylvania and the Northeast, it is critically important that transportation services be continuously provided to all communities of the State.

In the Secretary's report, some mainline trackage is proposed for abandonment where such action will improve the financial return on parallel routes. The interests of the communities served by such mainline track being abandoned must be protected, since mainline abandonment may result in inadequate services for the regions involved, because branchlines eminating from the abandoned mainline track would be cut off from through connections, or may involve circuitous routing. Provision of equivalent or better transportation services should be explicitly provided for each and every community affected, before any such mainline abandonment is undertaken. Efforts toward improved service are being pursued, and should be supported, through PennDOT's Local and Area Transportation Division.

6.0 THE SECRETARY'S REPORT

The US/DOT Reorganization Report May Inflict Serious Impact on Pennsylvania

The report by the Federal Secretary suggested the abandonment of some 1,500 miles of mainline, branchline and spurs in Pennsylvania. Although the report claims only 5% of the average statewide service in 1972 is provided by the trackage identified for abandonment, it would terminate 100% of the rail service in the areas served, involving 5 million tons of freight annually.

Basic traffic data used in preparation of the Secretary's report is subject to considerable challenge – serious underestimation of usage is clearly in evidence. The guidelines layed down in the report are set almost completely from the point of view of—the profitability of the consolidated railroad system—although some branchlines are not as profitable as others, they may not be a liability to the railroad carrier. Such lines should remain in service. Tonnage or the number of cars handled is not the only consideration. A cost benefit analysis which includes industry, community, and social costs for each line segment should always be used in the consideration of rail line abandonment, and is required by the Regional Rail Reorganization Act.

From the legal point of view, the rail system operates as a certified common carrier service and is required to maintain that service. Rail companies are not, however, required to be philanthropists, nor are they guaranteed to make a profit; however, regulatory procedures allow the railroads to charge rates that will cover the required costs, and make a normal rate of profit on the investment. The Panel feels that revising the rate structure might make some of the unprofitable line segments profitable, or at least more nearly profitable. Rate structure comments will be made later in this report.

Careful attention to future growth and need for service at a later date must likewise be anticipated and evaluated. All parameters must be considered together in order to determine whether cessation of service can be accepted or denied by the State, or possibly subsidized by the Commonwealth.

Commonwealth assent to cessation of service should be decided on the basis of the total cost of such action; this includes direct economic costs, and externalities - both economic and social costs to other persons, communities, and users. With regard to economic impact, average costs in making these evaluations, the methods often used, are not adequate; rather the specific cost to the shippers involved needs to be considered. Other factors to be considered before rail service is terminated are: ecological deterioration; extra fuel use; increase in highway maintenance costs (or new road construction requirements); social effects on the communities.

7.0 NEW RATES

Establishing New Rates for Specific Service Along Rail Line Segments Might Provide the Equitable Solution

Rates on file with the ICC and Pennsylvanai PUC are most often calculated on the basis of average origin and destination costs and standard charges per car mile for the type of cargo handled. This system should be modified so that actual charges are in line with actual costs for a specific location, and the transition to these charges negotiated with the user or community, and filed with the appropriate agency. Effectively, this will allow the user who is scheduled for termination, to consider paying the true cost in order to maintain rail service. For example, a shipper may decide to install special loading machinery making the cost of rail car movement at a plant less than the average cost. It is also possible that the user may find it desirable to maintain rail service even if higher costs may be applied, since even at an increase in charges, railroad service may still be cheaper than alternate transport.

8.0 RAILROAD SHORTLINES

Shortline Railroads to Serve A Number of Communities on A Branchline or A Wholly Owned Subsidiary, Can Provide Needed Service

The Commonwealth should avail itself of the full opportunities to seek permanent solutions for maintenance of service on routes scheduled for abandonment. By seeking support on a 70/30 Federal to State ratio, two years become available under the rules of PL 93-236 to determine final arrangements for sustaining service where needed.

The establishment of a shortline railroad to serve a group of communities and shippers is the way to economically sustain service. If only one major shipper is located along a spur, this firm may opt to operate that spur up to the point where it meets the rail head for transfer of shipments.

It is suggested that shortline railroads be authorized with caution. Resorting to shortline can satisfy some local or regional need but can also act as a deterent to through shipments. By fragmenting the rail system it becomes difficult to get rail cars into or out of shortline areas because of the multitude of company tracks that must be traversed. This can lead to higher costs, avoidable delays while each road moves the shipment through its territory, and increased chances for mishandling and loss of shipments.

9.0 PRESERVATION OF RIGHTS OF WAY

Stockpile The Rights of Way Not Needed for Rail Service

The rights of way are essentially irreplaceable resources that should be kept in stockpile for future public use. Such uses as future highway or bikeway construction, utility transmission corridors or park and open areas are all possible future uses. If they are fragmented by pieces being sold for private development, huge acquisition costs would be entailed in again assembling such corridors at a future date.

To accomplish this, new legislation may be necessary. Perhaps this could be accomplished by providing for succession in eminent domain and if not immediately used for other purposes, sold to the State for future use. Action in this matter should be taken promptly since we understand that some of the rights of way which have been out of use by the rail companies have already been occupied by neighboring land owners.

10.0 THE PROPOSED GOVERNMENT OWNERSHIP OF FIXED RAIL FACILITIES

Government Ownership of Fixed Rail Facilities Like The Highway Facilities

The transfer of our institutions from private ownership to government ownership and operation is abhorrent to the American public. Many cases can be cited where private ownership provides more efficient and better service than similar government ownership. However, in the case of the highway system, the governments have done a magnificent job and certainly no private institution could have executed the complex legal and financial tasks involved, as well. The old private turnpikes were very inferior compared to the current public highways. Consideration of this type of proposal in some form is gaining increased attention as part of the reorganization effort of the railroads in the Northeast. The feasibility of government ownership and responsibility for the fixed rail facilities is itself a very complex problem, one that many transportation experts believe inappropriate.

Nevertheless, government ownership of branchlines may be favored and acted upon in connection with the reorganization of the rail systems in the Northeast. It is important that Pennsylvania be prepared to take a position on the resulting issue of whether the management of this government ownership would be intra-state in nature or be dominated by an inter-state authority. The analogue for the intra-state concept is in the highway system. Having both highway and rail systems under State aegis would be conducive to the development of intermodal and balanced service because it would allow planning for the use of either mode, or both in part, to provide the most cost effective system.

Certainly this Commonwealth government should continue the discussion on a national level, along with the other States of the Northeast. This would assure the state governments that if the fixed railway facilities would become government owned and managed, the interests of the States would be recognized.

11.0 TECHNICAL VIABILITY

Railroad Technology Is Vital And Current And Will Remain So for A Long Time

From a scientific and engineering point of view, there is no more efficient cost conscious way yet developed to move a wide variety of merchandise, cargo, and passengers in large quantities across land masses, than by railroads. There are cheaper, less energy consuming ways to move cargoes -- pipelines for single products; there are faster ways -- by air, sometimes by truck; but there are no more energy saving inherently less costly methods when the quantities

to be moved are large. In spite of railroad movements of freight currently requiring longer times in transit and sometimes but rarely higher costs, the fact remains that it is still clearly the transportation mode of choice for the largest segment of our freight movement.

For those cargoes where the points of origin and destination are a freight loading platform on a railroad spur, the railroad performs competitively with the more flexible motor freight industry. While significant improvement technologically could be accomplished in railroad traffic control to expedite and reduce trip time, the limited number of points where such loading platforms exist cannot greatly improve the rail freight competitive service position compared to trailer truck or intermodal hauling. Rail remains the undisputed carrier for bulk cargoes only; mixed cargoes by rail are competitive in limited situations.

For conventional railroad operation to be competitive, it is necessary for both the origin and destination to be on a railroad loaing platform. With the dispersion of industry throughout the countryside, this origin and destination platform requirement inhibits the use of the railroads. Without the development of intermodal transportation systems, so the railroad system can interface with highway freight, the railroads will be destined to serve only between those older industries located on the spurs of existing railroads. With extensive spurs and branches scheduled for abandonment many shippers would thus in effect find it difficult to make use of service.

Sizable freight trains with heavy merchandise and materials are so attractive from both the energy and manpower point of view, that all technological efforts to extend its utilization should be made. The time required for a freight train moving along a cleared track, the condition when railway freight is most efficient, is itself competitive with highway freight movements. If marshalling yards, freight handling facilities, and classification of cars could be reduced from days to minutes, railway shipment of freight would become preferred in many cases; greater car utilization would thus occur, improving one of the key problems of the industry. Present technology could certainly develop the techniques necessary to accomplish this. Containers on flat cars (COFC), trailers on flat cars (TOFC), and computerized classification yards only scratch the surface of such technical possibilities.

Future growth of railroad business will come partly from intermodal operation with limited increases coming from current loading platforms. In general, the concept of competition between railroads and highway freight must include competition between combinations of transportation systems from point of origin to point of destination, involving railroad and motor carrier for separate segments of the trip.

12.0 TRANSPORTATION EQUIPMENT INDUSTRY

Pennsylvania-Opportunities as The Center of The Intermodal Freight Industry

The specialized equipment and construction work necessary to accomplish the intermodal system, so that highway freight feeder lines can successfully interface with the railroads, requires significant industrial expansion. The communications and control systems required for this interlocking system will require our electronic and computer industries to peform a greatly expanded role. It must be recognized that if a truly viable system of intermodal transportation is developed in the Commonwealth we would have the inside track on expanding the production of transportation equipment then to be marketed throughout the country. Pennsylvania should lead in the development of this activity which involves the revitalization of our railroads. The Commonwealth should endeavor to forge an enhanced relationship between the operators of transportation systems, and those in research, development and manufacturer, so an expanded effort can be mounted. A conference limited to intermodal freight transportation systems would fulfill this end.

Intermodal technology development and implementation, facilitating economical, rapid, and safe transfer of goods between the truck and rail modes, must receive greater support. Where such facilities have been developed, the movements of freight have greatly increased, resulting in the substantial benefits of lower cost, truck congestion amelioration, and fuel savings.

Pennsylvania abounds in industrial activity that serves the rail and trucking industry. Efforts made to stimulate intermodal developments cannot but stimulate greater transportation associated industrial activity, improve employment, and increase gross state product in Pennsylvania.

13.0 PASSENGER SERVICE

Limited Use of Rail for Passenger Movement

While attempts to offer exotic passenger rail service have been the primary popular interest of the people of this country in discussions of rail transportation, with rare exceptions the recent experiments in "modern" passenger rail service may charitably be called disappointing in intercity urban service. The requirement that a large number of people want to travel between the same two points at frequent intervals throughout each day is a necessary qualification for viability of an interurban transportation service. It should be noted that even in the link between New York and Washington, one of the heaviest passenger routes in the country, the modernized Metroliner has had only relatively good success. Within the State of Pennsylvania only the route between Philadelphia and Harrisburg appears to have enough potential traffic to support an economically viable passenger rail service, Other larger population centers should however be considered for rail passenger service, such as Allentown-Bethlehem-Easton to points east, and Pittsburgh-Erie to Cleveland.

Implementation of self propelled passenger coaches over rail lines similar to those of buses, should be undertaken; it is however believed that flexibility of routing provided by highway buses in some corridors, would generally provide a more attractive service. Except for radial rail lines, centering in the larger cities, it is likely that conventional rail transportation will be hard to justify in the Commonwealth.

Parking facilities near outlying rail terminals should receive much increased attention when planning passenger rail service. Such facilities can be the critical element in the decision as to a traveller moving the entire distance to destination by auto, or transfering to a rail link in a trip. In some cases an intercity train should make an outer ring stop; by erecting parking facilities there, where land is available, and congestion is minimal, increased use of intercity rail service will result.

While it is possible that some of the new very high speed transportation rights-of-way may be planned for Pennsylvania, they would in no sense resemble our present railroad system. The life blood of our intercity railroads must be based on its utilization as part of a total transportation system for freight.

14.0 RAIL PLANNING FUNDS

State Legislature to Allocate Funds for Rail Planning in PennDOT

The State Legislature should provide funds to PennDOT for implementation of multimodal service both freight and passenger. Certainly the railroad planning activity in PennDOT should be developed until it is commensurate with the planning activity for highways. Funds to subsidize some portions of rail service, weighing such costs against savings in construction and maintenance of highways, should be allocated by the Legislature.

15.0 INFORM CONGRESSIONAL DELEGATION

An Informed Pennsylvania Congressional Delegation Can Move for Federal Support of State Needs

It has been generally recognized that the major rail systems must be retained. Congress has acted on this matter and passed the Rail Reorganization Act of 1973, PL 93-236. However, the Pennsylvania Congressional Delegation must be made aware of the urgency on a continuing basis so that they may aggressively support measures in Congress, and with Federal administrative agencies that sustain and improve rail service. A formalized communication procedure to accomplish this function should be provided.

16.0 COORDINATION WITH OTHER STATES

Private And Public Forces Must Be Organized in The Northeastern States to Provide Maximum Influence for Support of The Rail System

Pennsylvania should develop intimate working relationships with other States in the region, so they may speak with a coordinated voice at the Federal level. GSAC believes the interests of the several States are common and early cooperation for planning and keeping rail service at high performance standards in the Northeast can thus be most effectively accomplished.

Measures taken to alert communities, individual citizens, and shippers involving them in rail planning is essential. Public hearings called by State agencies, as has been going on, are an excellent method for bringing the issue to State and Federal Legislators and administrative agencies.

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